

13 September 1957

TO: EIC Secretariat

FROM: EIC Subcommittee on Population and Manpower

SUBJECT: Annual Review of Activities and Accomplishments of the EIC Subcommittee on Population and Manpower in Fiscal Year 1957

I. 1957 AND CURRENT ACTIVITIES OF THE SUBCOMMITTEE ON POPULATION AND MANPOWER

A. Review of the Intelligence Product of the Subcommittee Agencies.

1. OACSI (Army) compiles estimates on the military manpower of countries in the Sino-Soviet bloc (as well as of other countries). For this purpose OACSI studies the age-sex structure of the population, especially with respect to the male population in the military ages. OACSI has most intensively been concerned with the Soviet population, but in FY 1957 considerable work was done in investigating materials on the population of Communist China.

2. AIR is programming three types of research studies in the Air Research Division, Library of Congress. Each year AIR publishes a revised volume in this Report, entitled Annual Estimates of Political and Demographic Composition of the Sino-Soviet Bloc. This volume provides over-all estimates of population and labor force of the countries in the Bloc including the population of cities and of administrative divisions. AIR is also promoting a research series (thru ARD) entitled Globast Political and Population Survey, which ultimately will embrace 159 studies. 32 of these have been produced, 17 in FY 1957. Each study is a regional or urban study including estimates of age-sex and ethnic composition, school enrollments, rural-urban distribution, and the population of cities. AIR also annually publishes Target Data Inventory which provides revised estimates of the population of cities associated with specific target areas.

3. CENSUS contributes unpublished figures for use in the EIC community. In FY 1957 CENSUS was especially concerned with the age-sex structure of the Soviet population, following the June publication of the official estimate of 200.2 million population of the USSR as of April 1956. This work resulted in the completion of a draft entitled Estimates and Projections of the Population of the USSR 1950-1976. CENSUS also provided an unpublished draft on Estimates and Projections of the Population of the European Satellites 1948-1975 and an unpublished annotated bibliography on population and manpower of Communist China. In addition CENSUS is programming a series of studies on the industrial composition of the labor force in the European Satellites. The first of these reports has been completed in FY 1957, on Poland. Studies on the other Satellites are planned for FY 1958. CENSUS is also planning to complete two studies in FY 1958 on the USSR on Soviet census methods and organization, four studies on the Soviet labor force, and one on factors involved in the reduction of mortality rates in the USSR.

4. STATE is primarily responsible for the publication of NIS reports on the population and manpower of countries in the Sino-Soviet bloc (as well as of non-bloc countries). In FY 1957 STATE published one of these on the population of Bulgaria, and another on manpower in Czechoslovakia. An NIS on the manpower in Rumania is currently being published.

5. LABOR is concerned primarily with the current evaluation of foreign labor conditions, and hence to date does not engage in basic research studies on the Sino-Soviet Bloc.

6. CIA makes an effort to publish intelligence reports on population and manpower in the Sino-Soviet Bloc. In FY 1957 CIA published the following reports:

- a. Education and Training of Industrial Workers in Communist China, 1950-57
- b. Population Fertility in the USSR and the US, 1940-55
- c. The Redefection-Repatriation Campaign of the Soviet Bloc, 1950-57

CIA has three additional studies currently being published:

- d. Trends in Labor Supply and Civilian Employment in the USSR, 1950-65
- e. Unemployment in Communist China
- f. Characteristics and Distribution of the Population of the USSR

In addition CIA is programming the publication of a series of reports on the industrial composition of the labor force of each of the European Satellites. Currently a report on the Polish labor force is being prepared.

CIA is also currently preparing two reports on agricultural labor in the USSR, the first on trends and characteristics of agricultural labor, and the second on manpower requirements of the new lands program of the USSR. Two additional studies are being prepared by CIA on the USSR, the first on wages, and the second on education and vocational training.

Two CIA studies on Communist China are planned for FY 1958, Controls on Population Growth in Communist China, and Provincial Distribution of Agricultural Labor in Communist China.

#### B. Research and Collection Deficiencies.

##### 1. Work of the Subcommittee on Critical Deficiencies.

The EIC on 15 March 1954 approved two major deficiencies in population and manpower in the Sino-Soviet Bloc as critical targets of the research of member agencies: (1) Productivity of Labor, and (2) Population and Manpower of Regional and Urban Areas.

##### a. Work on Productivity of Labor.

Only CENSUS, STATE, and CIA are currently equipped to produce completed published studies on labor force materials on the countries of the Sino-Soviet Bloc.

Studies by CENSUS

Completed in FY 1957

The Industrial Composition of the Polish Labor Force

In Progress in FY 1958

The Industrial Composition of the Hungarian Labor Force

The Industrial Composition of the Soviet German Labor Force

The Size and Structure of the Soviet Civilian Labor Force

The Labor Force of the Timber Industry in the USSR

The Labor Force of the Soviet Automotive Industry  
Producer Cooperatives in the USSR

Studies by STATE

Completed in FY 1957

NIS, Section 44, Manpower in Czechoslovakia

In Progress in FY 1958

NIS, Section 44, Manpower in Rumania

Studies by CIA

Completed in FY 1957

None

In Progress in FY 1958

Trends in Labor Supply and Civilian Employment in the USSR, 1950-65

Unemployment in Communist China

Trends and Characteristics of Agricultural Labor in the USSR, 1940-1960

The Industrial Composition of the Labor Force in the European Satellites (beginning with Poland and Hungary)

Manpower Requirements of the New Lands Program in the USSR

Provincial Distribution of Agricultural Labor in Communist China

b. Work on Regional-Urban Population and Manpower.

OACSI, State, and Labor are currently not equipped to promote studies on the countries of the Sino-Soviet Bloc on this subject.

Studies by AIR

Completed in FY 1957

17 studies in a report series entitled Oblast Political and Population Survey

In Progress in FY 1958

As many more as can be completed in the series. The total goal is 159 studies, of which 32 have been completed.

Studies by CENSUS

Completed in FY 1957

Periodical revision of Estimates and Projections of the Population of the European Satellites, 1948-75

Industrial Composition of the Polish Labor Force

In Progress in FY 1958

Industrial Composition of the Hungarian Labor Force  
Industrial Composition of the Soviet German Labor Force

Studies by CIA

In Progress in 1958

Characteristics and Distribution of the Population of the USSR  
Manpower Requirements of the New Lands Program in the USSR

2. Work of the Subcommittee on Other Important Problems.

a. The Age-Sex Structure of the USSR.

In the spring of 1956 the USSR issued a new official figure on the Soviet population. This figure appeared in The National Economy of the USSR, was an estimate not a census figure, and pertained to April 1956. The estimate was 200.2 million people and was about 20 million persons below estimates currently accepted by most Western governments. It meant that the USSR had sustained much larger losses during and immediately after World War II than had been estimated. These losses were reflected in much smaller age cohorts, particularly in ages 10-15 years old, in 1955, since the impact of the war greatly reduced births and increased infant mortality during the war years. Work on revisions indicated that the problem of labor supply during the Sixth and Seventh Five Year Plans was going to be critical for the USSR and that the estimates of, and Soviet policies on, forced labor, armed forces, and other non-reported categories of labor force were going to become more important than previously thought in the production of intelligence estimates of Soviet capabilities.

CENSUS led the way in revising the estimates of the age-sex structure of the USSR. During FY 1957 the Subcommittee held four meetings devoted primarily to discussions and review of these estimates. The final draft of CENSUS work was accepted by the Subcommittee at the February meeting. CENSUS and CIA currently are the only member agencies currently publishing material on this problem, although other agencies have contributed aid in terms of criticism, review, and unpublished work (particularly OACSI).

Studies by CENSUS

Completed in FY 1957

Estimates and Projections of the Population of the USSR 1950 to 1976

In Progress in FY 1958

Mortality Reduction Factors in the USSR  
The USSR Population Census of 1926: A Partial Evaluation  
Analysis of the Soviet Statistical Apparatus

Studies by CIA

Completed in FY 1957

Population Fertility in the USSR and the US in 1940-55

In Progress in FY 1958

Characteristics and Distribution of the Population of the USSR

b. Population and Manpower Resources in Communist China.

CENSUS and CIA are leading the way in producing studies on Communist China. Other members have done exploratory work, OACSI in particular.

Studies by CENSUS

Completed in FY 1957

Annotated Bibliography on the Population and Manpower of China

In Progress in FY 1958

Dynamics of Population Change by Age and Sex in Communist China

Population and Characteristics of Urban Centers in Communist China

Studies by CIA

In Progress in FY 1958

Unemployment in Communist China  
Provincial Distribution of Agricultural Labor in Communist China  
Controls on Population Growth in Communist China

B. Review of Substantive Papers.

The Subcommittee's activities in FY 1957 centered primarily around the work associated with the CENSUS revisions of the estimates of the age-sex structure of the USSR in Estimates and Projections of the Population of the USSR, 1950-1976. In connection with the Subcommittee's review of this work, various member agencies reported on their own work which was affected by, or related to problems in the CENSUS revisions. OACSI reported on the status of OACSI research in estimation of the size of Soviet armed forces. OACSI also discussed work on the significance of the Soviet death rate for 1955. CIA discussed the implications of labor force materials in the Soviet Handbook (April 1956) for estimates of agricultural labor in the study in progress, Trends and Characteristics of Agricultural Labor in the USSR, 1940-1960. DEFENSE (ad hoc guest from the Office of Personnel) discussed work on the school-age population. CENSUS reported on the implications of Oblast population data for credibility of the official Soviet estimate of population (as of April 1956).

In addition the Subcommittee heard from CENSUS on discrepancies between Soviet and West German figures on net migration from Soviet Germany. This discussion was

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significant relative to CENSUS estimates of population in Soviet Germany in Estimates and Projections of Population in the European Satellites 1948-1975.

C. Review of Proposals for External Research.

Two external research projects were recommended to the EIC by the Subcommittee for action during FY 1958. These were:

Census Methods and Procedures in the USSR -- to be done through CENSUS  
Peoples of the European Satellite Nations -- to be done through CIA

D. Maintenance of Agreed Basic Statistics.

The Subcommittee has not gone officially on record as accepting the new Soviet figure on population, of 200.2 million persons for April 1956. However, all members are using the figure and they all are acquainted with the manner in which the figure is being used in research by each other. Apparently certain agencies in DEFENSE are reluctant to accept the new figure as being accurate. Their reluctance is based on the fact that the estimate is based not on census enumeration methods but on birth and death registrations, on voter eligibility, on school enrollments and registrations, and on certain types of family membership statistics. The CENSUS estimates of the age-sex structure also suggest a very low forced labor population which appears difficult to accept in some quarters.

E. Intelligence Research Techniques.

Most of the problems bearing on techniques appeared in connection with the review of substantive papers. (See above).

F. Special Coordination Functions of the Subcommittee.

A request by the Secretary of State that LABOR provide population and labor force materials on the USSR, in "popular" format for his use, was processed through the EIC Subcommittee on Population and Manpower.

G. Evaluation of the Role of the Subcommittee.

The Subcommittee on Population and Manpower is a very useful mechanism for coordinating research, for the discussion of research problems, in the intelligence community, and for mutual criticism of current and completed projects undertaken by member agencies. It promotes mutual understanding of the basic statistics used in research and prevents duplication of effort in the intelligence community. It also is an important forum for assisting and guiding CENSUS in its work on the population and manpower of foreign countries. The principal problems of the Subcommittee do not inhere in relations between members or in differences in research techniques and estimates, but rather in the inadequacies of available data.

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II. FUTURE PROGRAM OF THE SUBCOMMITTEE.

In FY 1958 the Subcommittee will follow through on four major lines of activity:

- A. Continue to guide CENSUS in its research priorities, activities, and procedures.
- B. Coordinate promptly with member agencies on the implications of new officially released data on foreign countries in the Sino-Soviet Bloc.
- C. Promote consultations between member agencies and at Subcommittee meetings on the problems involved in their respective research studies.
- D. Expand the functions of the Subcommittee in the review of External Research Projects sponsored by the member agencies.

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